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Director of Training

23 December 1966

Chief, Language School

Language Incentives

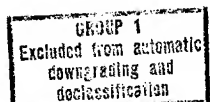
I. BACKGROUND

A discussion of incentive awards for language competence in the Agency begins with the Agency Language Development Program and its central feature the Language Awards Program. The planning phase of this endeavor was undertaken at the initiative of the Director, Mr. Allen Dulles, in 1956.

When the implementing directives (see attachment A) were issued on 4 February 1957 they provided for the payment of monetary awards ranging from \$25 to \$1200 to individuals who achieved stated levels of proficiency as well as cash awards to those individuals who demonstrated annually thereafter that they had maintained stated levels of proficiency which they had previously acquired. Different awards were specified also for specialized proficiency, i.e. speaking or reading only, as opposed to comprehensive proficiency. The Awards Program was terminated on 1 August 1963.

The Awards Program was conceived in the knowledge that other intelligence services pay bonuses for language proficiency. Major emphasis

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was placed in the Awards Program on the acquisition of linguistic skills voluntarily, by study during off-duty hours. Awards were also given however for acquisition of skills during duty hours in directed training. The latter awards amounted to half the sum awarded for similar acquisition during off-duty hours.

The architects of the program began with the mandate that the awards to be paid under the program were to be paid not for possession of the skill but rather for the expenditure of effort involved in acquiring or maintaining the proficiency. This was done in an attempt to avoid awards which could be regarded as retroactive to the period prior to the adoption of the program. The attempt to write this notion into the implementing regulations and to apply the principles of language difficulty and manner of acquisition and maintenance to the adjudication of cases occasioned much difficulty during the years when the Awards Program was in force.

The six-year history of the Language Awards Program was one of various attempts to focus it more sharply on the needs of the Agency rather than generally to encourage the acquisition of linguistic skills. These attempts were accompanied also by the pressures of diminishing budgets. The following chronology illustrates the trend in the program:

8 December 1958 -	Regulation amended to cut amounts of awards in half.
5 May 1960 -	Regulation revised to cut amounts of awards in half again as of 1 July 1960.

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14 May 1962 -

Cash awards schedule revised again to eliminate maintenance awards, awards for directed training, awards for achievement of proficiency at the elementary level, awards for proficiency in French, German, Italian, or Spanish at any level. (See attachment B)

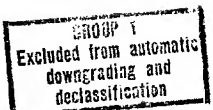
5 August 1963 -

Awards program terminated as of 1 August 1963.

The whittling away of the awards program undoubtedly left many in the Agency disillusioned about awards programs for acquisition of skills. During the six years in which the Awards Program was in force, a total of approximately \$765,500 was paid out in awards. (See attachment C) Nearly 4,000 individuals participated in the program. Almost 2,500 awards were paid for acquisition of new skills and over 3,000 awards were paid for maintenance of skills previously acquired.

There appears to be no question that the Language Development Program contributed materially in a general way to the development of language proficiency in the Agency. It is significant that maximum enrollments in OTR language training programs were registered in those years (FY 58 and 59) in which the most money was paid out in awards. Opportunities offered under the Language Development Program for voluntary study of foreign languages almost doubled the total number of people enrolled in language training. The majority of the skills attained were low-level skills in the common languages. With the diminution of awards and their final elimination in 1963 the Voluntary Language Training Program (opportunity for language study outside of duty hours) dwindled to

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the point where it, too, was suspended in September of 1965 and terminated a year later.

II. CURRENT SITUATION

Present discussion of incentives for the acquisition of language proficiency centers in the Language Development Committee where regulatory issuances are being drafted to implement the Agency's new Language policy. On 1 February 1966 Mr. Helms approved the recommendations of an ad hoc committee on an Agency language policy. (See Attachment D) The major thrust of the committee recommendations was to achieve a program for the acquisition and utilization of Agency language proficiency which would place these activities squarely in the long-range planning of the Agency for discharging its missions. The policy requires the Directorates to state their language proficiency requirements by position or position category. The requirements thus established will become mandatory in filling positions on 1 January 1971. It further requires an intensive effort to establish by proficiency testing an accurate register of current language skills. The policy also places requirements on individuals in career categories liable to overseas service. Particular emphasis is placed on language training for Career Trainees who represent a large proportion of the professional younger generation of the Agency.

With respect to incentives the ad hoc committee reported:

"The Group considered the need to provide language incentives for at least two categories of Agency employees: (1) those who in the future bring to the Agency at the time of their appointment a useful

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foreign language skill and who are expected to serve in language-essential positions, or in career fields requiring periodic service abroad; and (2) those who undertake the study of specific esoteric or "hard" languages in the expectation of accepting assignments involving these languages." The committee was, however, unable to reach agreement on these proposals.

Thus far the Language Policy has been implemented by an Agency notice which concentrates on the immediate tasks to be completed. (See Attachment E) The immediate task of the Language Development Committee is the writing of a comprehensive regulation on all phases of the policy. On the subject of incentives for language acquisition, of which there has been much discussion in the Committee, there is substantial agreement on the feasibility and propriety of paying additional increments in the form of step increases to those who enter on duty with usable degrees of proficiency. Substantial disagreement still exists on the payment of increments to individuals already on board.

Major opposition to the proposal to pay incentive increments to those Agency employees who undertake the study of esoteric or "hard" languages has been voiced by the Clandestine Services. The source of some of the opposition is without doubt the disillusionment of many people with the earlier Language Awards Program, coupled with genuine doubt as to the propriety or necessity of incentive payments for only one of several skills required to do a job.

The basis for argument is the contention that cash awards are no longer needed, that today the real incentive is that if you are language qualified you may get that field assignment

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GROUP 1 Excluded from automatic downgrading and declassification

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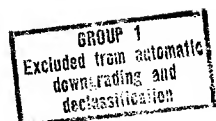
you want so badly. The good effort you make in acquiring a better capability is reflected in your fitness report. Your language facility enables you to do a special job for which you are commended or rewarded. Your superior language talents, coupled with your other professional skills, gives you the nod in a time of limited promotions. In other words, the acquisition, possession, utilization and improvement of individual language skills is an integral part of the personnel management and career development processes.

In contrast to the above statement are the policy statements of the Department of State, U.S. Information Agency, and Agency for International Development. For instance, the combined policy statement of State and USIA addresses itself to the problems of incentives as follows:

"There are certain esoteric languages in which the number of applicants chronically falls short of requirements. Acquisition of skills in these languages frequently involves unattractive assignments. Also, the supply of skills in these languages is critically short.

State, USIA and AID all authorize as many as two or three step increases for study and use of skills in esoteric languages, beginning at the time when they are accepted for study of these languages.

Although there is evidence that the Agency has recognized the necessity for placing language-qualified people in field assignments in some areas of the world where hard languages are spoken, notably in the Far East and Near East, (See attach-

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ment F) this is by no means universal in Agency practice. In Africa the Agency is still using world languages such as French almost exclusively. In this connection it should be noted that recent gains in training in esoteric languages have been those where immediate assignment to the field is planned. Since the Agency is concerned with crisis spots throughout the world it is necessary to have a backlog of experience in esoteric languages upon which to draw in fast-moving situations where the necessarily long lead time for such training is not available. Any system of incentives should be designed to attract people to training in hard languages, to motivate them to maintain their proficiencies while engaged in other pursuits, and to use them in posts of assignment where conditions are often less than ideal.

Proposals for language incentives currently under consideration for personnel of grade GS-12 or below are as follows:

1. Increase in entrance salary of 1 step increase for those individuals who have at least an intermediate proficiency in French, German, Italian, or Spanish at the time of entrance on duty; increase in entrance salary by one step increase for those individuals who have an elementary proficiency in a priority language or by two step increases for those who have an intermediate proficiency at the time of entrance on duty.
2. Personnel already on duty who enter into 6 months' study of a priority language will upon satisfactory completion of the course receive an in-grade increase of one step. A further step

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increase will be given upon certification by COS of a post where the priority language is spoken that the individual is satisfactorily using the priority language of that post in his duties. A second increase will be granted upon similar certification during a second tour at the post, or another post where the priority language is used.

The system of incentives described above are calculated to reward individuals who bring language proficiencies to the Agency upon entrance on duty, or who engage in the study and use of a priority language in their Agency assignments. The postponement of second and third step increases will tend to guarantee maintenance of the skill once it is acquired. Use increases would also be paid to individuals who entered on duty with skills in priority languages, the awarding of step increases as described above is infeasible because of ceiling and average grade requirements, the same ends could be achieved by the payment of one time lump sum cash payments instead of step increases.

It is my firm belief that such a system of incentives is necessary to ensure that the Agency will have sufficient skills in foreign languages, particularly the esoteric or "hard" languages, to carry out its missions in the world's troubled areas. I calculate that the payment of such incentives would cost the Agency an average of \$40,000 per year over the next five years, assuming that 50 individual increases averaging \$300 were made each year.

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Enclosures:

See attachments A-F

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GROUP 1
Excluded from automatic
downgrading and
declassification

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REGULATION

TRAINING
4 February 1957**LANGUAGE DEVELOPMENT PROGRAM**

SYNOPSIS: This regulation prescribes the policy and responsibilities for the development of foreign language skills among staff personnel and for the administration of Language Development Awards.

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1. POLICY**a. GENERAL**

- (1) To further and to encourage the development of language skills, language training may be undertaken, (a) by direction as an official duty assignment, (b) voluntarily as an off-duty activity, or, (c) in combination, by qualified staff personnel at headquarters and [REDACTED] foreign field stations.
- (2) In any of the above cases language training may be provided without cost to the individual, and those who, as a result of such training, qualify by acquiring and maintaining prescribed levels of proficiency in languages may be granted monetary awards in varying amounts in recognition of their effort.
- (3) Those who qualify for awards as a result of language training undertaken preponderantly on off-duty time may be granted awards which are substantially greater than the amounts of those established for directed language training given during duty hours.

b. LANGUAGE TRAINING**(1) Directed Language Training**

Language training deemed essential by the Head of the Career Service or Operating Official concerned will be directed as an official duty assignment.

(2) Voluntary Language Training

Language training undertaken by the individual preponderantly on off-duty time and on a voluntary basis to increase the capacity of the individual to serve the Agency is particularly encouraged.

(3) Criteria

Language training will be provided, on a directed or voluntary basis, or a combination of the two, to staff personnel possessing satisfactory language learning aptitude, upon recommendation of appropriate officials, and acceptance for enrollment by the Director of Training, for any or all of the following purposes:

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4 February 1957

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- (a) To meet established language qualification requirements of their current or projected duty assignments.
- (b) To bring the levels of language proficiency they possess to higher levels.
- (c) To acquire proficiency in languages which are unusual, difficult or in short supply, designated as being of probable or possible future significance to the Agency.
- (d) To increase the individual's usefulness to the Agency and thereby provide flexibility in his assignment and rotation to duties which require, or could be better performed by an individual possessing language proficiency.

(4) Language Training Requirements

The current and future language requirements of the Agency, as established by the Deputy Directors concerned, will constitute the goals toward which the efforts of staff personnel of the Agency, in acquiring and maintaining language proficiency, will be directed.

c. LANGUAGE DEVELOPMENT AWARDS

- (1) Language Development Awards are monetary benefits, granted in recognition of effort to achieve and to maintain language proficiency at awardable levels.
- (2) Language Development Awards are of two types as defined below:
 - (a) Achievement Awards are those granted for achieving an awardable level of proficiency in a language for the first time, or for increasing the level of proficiency to the next higher awardable level. An Achievement Award may be earned only once for each awardable level of proficiency attained in the same foreign language.
 - (b) Maintenance Awards are those granted for maintaining an awardable level of proficiency in a language on a continuing basis. Maintenance Awards may be earned annually on a recurring basis.
- (3) Eligibility for awards will be determined by performance in Agency foreign language proficiency tests.
- (4) Language Development Awards will be granted as an incentive for effort made to achieve, to increase and to maintain awardable levels of proficiency in designated languages. Awards will not be granted merely as a bonus for possession of foreign language proficiency. Accordingly:
 - (a) Achievement Awards will not be made:
 - (1) For foreign language proficiency possessed by the individual as of the date of this regulation.
 - (2) For foreign language proficiency possessed by the individual entering on duty subsequent to the date of this regulation.
 - (b) Maintenance Awards will not be made:
 - (1) For High Proficiency (Comprehensive), acquired by the individual prior to employment primarily by virtue of residence abroad or family association, that may be maintained without appreciable effort.
 - (2) For proficiency in a language or languages representing the primary reason for the individual's employment and position assignment in the Agency, that may be maintained largely as a consequence of the duties of the assigned position.
- (5) Eligible individuals may qualify for Achievement and Maintenance Awards in more than one designated language.
- (6) Those excluded from awards by the provisions of paragraph 1c(4) above may:

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- (a) Qualify for Achievement Awards by increasing the level of proficiency to a higher awardable level, or by achieving an awardable level of proficiency in another designated language;
- (b) Qualify for Maintenance Awards in those languages in which they are now proficient, except as restricted by paragraph 1c(4);
- (c) Qualify for Achievement and Maintenance Awards in other designated languages, or, where proficiency is less than High Proficiency (Comprehensive), by increasing the level of proficiency to a higher awardable level.
- (7) All staff personnel may qualify for awards except those who decline to apply for membership in the Career Staff, when eligible, or whose applications for membership in the Career Staff have been denied by the CIA Selection Board.
- (8) Where appropriate, the contracts of contract employees may be amended to make provision for language development awards.

2. RESPONSIBILITIES

a. DEPUTY DIRECTORS

- (1) Will determine the current and projected requirements for language competence in their areas for the full discharge of their responsibilities.
- (2) Will take all necessary steps, including implementing procedures and controls, to assure the continuing attainment and maintenance of language proficiency by staff personnel under their jurisdiction.

b. HEADS OF CAREER SERVICES AND OPERATING OFFICIALS

Heads of Career Services and Operating Officials will implement the policies stated herein and will encourage qualified employees who possess the requisite aptitude to engage in voluntary language training.

c. DIRECTOR OF PERSONNEL

The Director of Personnel, with the collaboration of the Director of Training, will create and maintain currently an inventory of the language competences of all staff personnel. This will be accomplished, initially, by a self-evaluation of all staff personnel on Form No. 444b, Periodic Supplement Personal History Statement, and subsequently, by evaluation of performance by means of the Agency's standard language proficiency tests, conducted by the Office of Training.

d. DIRECTOR OF TRAINING

The Director of Training will:

- (1) Exercise general direction of the language development program. He will be assisted by the Committee for Language Development consisting of a representative of each of the three major components, the Office of Personnel, and the Office of Training. The representative of the Office of Training will be the Chairman of the Committee. The Director of Training will supply the secretariat support to the Committee. The Committee will recommend and periodically will review procedures, levels and types of proficiency to be awarded, schedule of awards, languages for which awards will be granted, criteria of eligibility for awards, and other pertinent matters.
- (2) Provide all reasonable opportunity for directed and voluntary language study in approved courses and programs;
- (3) Establish and administer standards for approval of directed and voluntary language training at Agency-sponsored facilities;
- (4) Develop, schedule, and conduct language aptitude and proficiency tests;
- (5) Notify individuals through normal supervisory channels of their having satisfied awardable proficiency standards; and

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4 February 1957

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- (6) Publish, or prepare for publication such material as may be required to effectively implement the language development program and to administer the granting of Achievement and Maintenance Awards.

e. STAFF PERSONNEL

All staff personnel with any degree of useable language competence will, voluntarily or as directed, arrange for evaluation of their aptitude or proficiency by taking appropriate scheduled language aptitude and proficiency tests. Staff personnel who wish to engage in voluntary language training will consult with their Training Liaison Officer and make application to the Office of Training, Language and Area School, through their supervisors.

3. LANGUAGE AWARDS SCHEDULE

There will be published, periodically in Agency notices:

- a. The amounts for Achievement Awards resulting from voluntary and directed language training.
- b. The amounts for Maintenance Awards.
- c. The languages for which such awards may be granted as well as the levels of proficiency within each language.

FOR THE DIRECTOR OF CENTRAL INTELLIGENCE:

L. K. WHITE
Deputy Director
(Support)

DISTRIBUTION: AB

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C-O-N-F-I-D-E-N-T-I-A-L

This Notice Expires 1 March 1958

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TRAINING
4 February 1957

LANGUAGE DEVELOPMENT PROGRAM
SCHEDULE OF AWARDS AND INSTRUCTIONS

1. AUTHORITY

Language development awards may be granted in the amounts indicated in paragraph 2 below, in accordance with the provisions of Regulation [REDACTED] dated 4 February 1957, and the further provisions of this notice.

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2. THE AMOUNT OF AWARDS

- a. The amount of each Achievement Award for "voluntary" language training (training undertaken by the individual preponderantly on off-duty time) and of each Maintenance Award will be determined in accordance with the following schedule:

	SCHEDULE OF AWARDS					
PROFICIENCY (Type)	COMPREHENSIVE			SPECIALIZED		
PROFICIENCY (Level)	HIGH	INTER	ELEM	HIGH	INTER	ELEM
GROUP I LANGUAGES						
Achievement	\$400	\$200	\$100	\$200	\$100	\$ 50
Maintenance	\$200	\$100	None	\$100	\$ 50	None
GROUP II LANGUAGES						
Achievement	\$800	\$400	\$200	\$400	\$200	\$100
Maintenance	\$400	\$200	None	\$200	\$100	None
GROUP III LANGUAGES						
Achievement	\$1200	\$600	\$300	\$800	\$400	\$200
Maintenance	\$600	\$300	None	\$400	\$200	None

C-O-N-F-I-D-E-N-T-I-A-L

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4 February 1957

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- b. An Achievement Award for "directed" language training (training directed by the supervisor and undertaken during duty hours by the individual) is equal to one-half the amount shown for an Achievement Award established above for voluntary language training.
3. CLASSIFICATION OF THE LANGUAGE FOR AWARD PURPOSES
 - a. The classification of a language in a given language group normally will be based upon the relative difficulty of learning it.
 - b. Notice [REDACTED] lists languages for which awards may be given. Languages are classified into three groups for which differing monetary values have been designated.
 - c. Persons directed to study a language not contained on the list will be eligible for awards for proficiency achieved or maintained in that language.
4. TYPE AND LEVEL OF PROFICIENCY
 - a. Two types of proficiency affect the amount of awards:
 - (1) Comprehensive -- proficiency in speaking, reading and writing.
 - (2) Specialized -- primarily, proficiency in speaking only, or primarily in reading and translating only.
 - b. Three levels of proficiency affect the awards: high, intermediate, and elementary.
 - c. The criteria used to determine proficiency are contained in Form No. 444c, Language Data Record. These criteria are identical with those used in scoring official proficiency tests. The results of the individual's self-evaluation will be compared with the results of his test scores. In this process, strengths and weaknesses will be balanced out in determining the type and level of proficiency at which the individual is eligible for an award.

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4 February 1957

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5. KIND OF EFFORT MADE IN ACQUIRING PROFICIENCY

- a. Achievement Awards are established at two rates to distinguish between voluntary and directed language training. Achievement Awards granted for proficiency resulting from voluntary language training are double the amount of those granted for proficiency resulting from directed language training.
- b. Maintenance of language proficiency is a responsibility of the individual. However, the Agency may make its facilities available to the individual for this purpose.

6. INSTRUCTIONS

- a. All persons with knowledge of one or more foreign languages will complete a separate Form No. 444c for each language. The Director of Personnel will include the data from these forms in the Qualifications Register.
- b. Copies of the form will be sent by the Director of Personnel to individuals who have previously indicated proficiency in a foreign language. Those who are enrolled in Agency-sponsored language training programs will be provided with copies of the form by the Director of Training. All others may obtain copies of the form from Agency Supply Officers. Completion of this form constitutes application for a Maintenance Award subject to qualification and the eligibility of the individual.
- c. Language training requests (Form No. 73, Request for Internal Training) initiated subsequent to 4 February 1957 under this program will establish the individual as a candidate for an Achievement Award.

7. PAYMENT OF AWARDS

All awards will be paid in lump sums and will be based upon performance in proficiency tests, as determined and certified by the Director of Training. The effective date of eligibility for Maintenance Awards will be the anniversary of initiation of Form No. 444c.

FOR THE DIRECTOR OF CENTRAL INTELLIGENCE:

L. K. WHITE
Deputy Director
(Support)

DISTRIBUTION: ALL EMPLOYEES

C-O-N-F-I-D-E-N-T-I-A-L

S-E-C-R-E-T

This Notice Expires 1 March 1958

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TRAINING

4 February 1957

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LANGUAGE DEVELOPMENT PROGRAM

CLASSIFICATION OF LANGUAGES FOR AWARD PURPOSES

1. GENERAL

This notice identifies and classifies the languages, the study of which the Agency encourages by the payment of awards.

2. CLASSIFICATION OF LANGUAGES

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In accordance with [REDACTED] the following languages are assigned to Groups I, II, and III effective 1 February 1957:

Language Group I	Language Group II	Language Group III
Danish	Albanian	Nepali
Dutch	Amharic	Pashtu
French	Arabic	Persian
German	Bulgarian	Polish
Italian	Burmese	Russian
Norwegian	Cambodian	Serbo-Croatian
Portuguese	Czech	Swahili
Romanian	Finnish	Thai
Spanish	Greek	Tibetan
Swedish	Hindi	Turkish
	Hungarian	Urdu
	Icelandic	Vietnamese
	Indonesian	
	Malay	

3. UNLISTED LANGUAGES

Languages, other than those listed above, will be identified and classified for award purposes in revisions to this notice when Agency needs arise for personnel skilled in such languages. The

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TRAINING

4 February 1957

Director of Training may identify and classify for award purposes languages other than those listed in this notice or revisions thereto when special needs of the Agency or security considerations make such action necessary.

FOR THE DIRECTOR OF CENTRAL INTELLIGENCE:

L. K. WHITE
Deputy Director
(Support)

DISTRIBUTION: ALL EMPLOYEES

S-E-C-R-E-T

This Notice Expires 1 January 1963

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TRAINING

14 May 1962

LANGUAGE DEVELOPMENT PROGRAM

CASH AWARDS

1. Effective 1 July 1962, and pending revision of [REDACTED] this notice modifies the cash awards feature of the Language Development Program to eliminate awards for:

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- a. Maintenance of proficiency in any language.
- b. Proficiency achieved as a result of directed training (i.e., during duty hours).
- c. Proficiency achieved at the elementary level of any language.
- d. Proficiency of any type and level achieved in French, German, Spanish, or Italian.

2. Henceforth, foreign language proficiency awards will be granted only for proficiency achieved as a result of voluntary training (i.e., during off-duty hours). Awards will be made as follows:

- a. For specialized and comprehensive proficiency at the intermediate and high levels.
- b. For proficiency in any foreign language other than French, German, Spanish, and Italian.
- c. To those persons whose Heads of Career Service have certified that there is reasonable probability they will use this language proficiency in the interests of the Agency.
- d. In the following amounts:

SPECIALIZED		COMPREHENSIVE	
INTERMEDIATE	HIGH	INTERMEDIATE	HIGH
\$200	\$400	\$300	\$600

NOTE: The maximum aggregate award for any one language will not exceed \$600.

GROUP 1
Excluded from automatic
downgrading and
declassification

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3. All persons now engaged in voluntary or directed language training who are unable to complete foreign language proficiency tests before 30 June 1962, because of assignment outside the headquarters area, may take such tests upon returning to headquarters (but no later than 90 days after return). If qualified as a result of testing, they may receive awards on the basis of [REDACTED] and the Schedule of Awards dated 1 April 1961.

4. The Office of Training will continue to offer voluntary training in French, German, Spanish, and Italian, as well as in other languages.

5. All questions concerning this notice should be directed to the Registrar, Office of Training, extension 5513, Room GC-03 Headquarters Building.

FOR THE DIRECTOR OF CENTRAL INTELLIGENCE:

L. K. WHITE
Deputy Director
(Support)

DISTRIBUTION: ALL EMPLOYEES

FINAL REPORT OF ACTUAL EXPENDITURES FOR
FOREIGN LANGUAGE PROFICIENCY AWARDS
FISCAL YEARS 1958 THROUGH 1964
(By Component as of Year Awards were Granted)

	<u>FY '58</u>	<u>FY '59</u>	<u>FY '60</u>	<u>FY '61</u>	<u>FY '62</u>	<u>FY '63</u>	<u>FY '64</u>	<u>TOTAL</u>
DDP								
Maint.	22,150.00	24,400.00	267,000.00	257,000.00	253,300.50	430,750.00	25,525.00	1,280,325.00
Achiev.	2,500.00	19,625.00	46,000.00	31,012.50	20,762.50	14,412.50	2,925.00	174,217.50
	11,650.00	114,025.00	113,000.00	88,012.50	74,062.50	45,162.50	8,450.00	454,862.50
DDI								
Maint.	1,550.00	48,850.00	50,950.00	22,350.00	12,400.00	11,050.00	--	147,150.00
Achiev.	2,950.00	39,800.00	37,550.00	12,550.00	9,062.50	6,175.00	1,250.00	109,337.50
	4,500.00	88,650.00	88,500.00	34,900.00	21,462.50	17,225.00	1,250.00	256,487.50
DDS								
Maint.	--	6,150.00	7,650.00	5,125.00	4,800.00	1,625.00	--	25,600.00
Achiev.	1,350.00	7,250.00	8,125.00	4,875.00	3,587.50	1,650.00	100.00	26,937.50
	1,350.00	13,600.00	15,775.00	10,000.00	8,437.50	3,275.00	100.00	52,537.50
DDC								
Maint.	--	100.00	--	--	--	--	--	100.00
Achiev.	--	400.00	--	--	--	--	--	400.00
		500.00						500.00
DDOBT								
Maint.	--	--	--	--	--	150.00	--	150.00
Achiev.	--	--	--	--	--	150.00	--	150.00
						150.00		150.00
DCI								
Maint.	--	400.00	--	200.00	--	--	--	600.00
Achiev.	--	--	--	100.00	75.00	250.00	--	425.00
		400.00		300.00	75.00	250.00		1,025.00
TOTAL	\$17,500.00	\$217,175.00	\$217,575.00	\$113,212.50	\$104,837.50	\$66,052.50	\$9,800.00	\$765,562.50

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REPORT OF WORKING GROUP
ON
CIA's FOREIGN LANGUAGE PROGRAM

MISSION

In response to an initiative from the DDCI, a Working Group was formed by the Deputy Director for Support to examine the Agency's foreign language program and develop recommendations to strengthen it. Under its terms of reference, the Group was asked specifically to:

- a. Examine the status of current and projected language requirements in the Agency.
- b. Review the present system for maintaining the CIA Language Inventory and for testing the skills recorded there.
- c. Recommend changes in the policy base of the Agency's language development program to meet future needs.

The DD/S supplied the Chairman for the Working Group which included a representative from each Deputy Directorate and advisors from the Offices of Personnel and Training. (See TAB A for list of members.)

METHOD OF APPROACH

In conducting its review, the Working Group devoted primary attention to: present Agency policies [REDACTED] on language development; evidence as to the effectiveness of these policies; records and other indications of language

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requirements developed by the Deputy Directorates; probable trends in language requirements; the status of the Language Skills Inventory maintained by the Office of Personnel; the Agency's language proficiency testing program; proposals for increasing the language competence of the Agency; and other proposals for improving CIA's language program.

At the outset of its deliberations the Group obtained a comprehensive presentation on the Agency's language program from the Chief of OTR's Language School. A briefing by the Acting Dean of the State Department's Foreign Language School was also obtained in connection with the Group's examination of the policies and objectives of language programs in State, USIA, AED, and the Department of Defense.

SUMMARY OF FINDINGS

As others before, notably the Inspector General in his 1960 survey of the CIA Training Program, the Working Group found a widespread lack of essential discipline in the Agency's management of its foreign language program. This lack of discipline stems in large part, we believe, from two prominent defects in CIA's present language policies as they appear in [REDACTED] and related instructions; first, the obvious lack of specificity which blurs the intent of policies and side-steps the detailed guidelines so necessary for their effective administration; second, the failure to provide adequately for centralized monitoring and staff supervision of the Agency's conduct of its language program.

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It was concluded that if substantial progress is to be made in improving the Agency's language competence these two defects in policy must be dealt with. Consequently, the main efforts of the Group have been applied in that direction.

CONCLUSIONS AND RECOMMENDATIONS

LANGUAGE REQUIREMENTS

Realistic and meaningful language requirements are the foundation stone of any foreign language program. They are the starting point in the

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development of hiring policies, training programs, assignment practices, and other measures necessary to satisfy an organization's language needs. [REDACTED] recognizes this basic fact as well as the wisdom of allowing each Deputy Director the latitude of establishing his own language requirements to meet his particular needs. But the regulation errs, we believe, in avoiding any statement as to how often such requirements should be surveyed and in failing to provide for the staff review of requirements at a central point where they can be related to other elements of the Agency's language program. As a consequence, the DD/S&T has yet to make a detailed survey of his language requirements, the DD/I and DD/S have done so only once--in 1960, and the DD/P's most recent survey was completed in 1962.

RECOMMENDATION #1

It is recommended that:

(a) Each Deputy Director prepare by 1 July 1966 a current statement of his foreign language requirements showing the positions, or proportion of positions, in each component which require language competence on the part of incumbents, together with the specific languages and proficiency levels involved. These statements of requirements for language competence in place will provide useful background for assignment consideration and the basis for developing language training requirements. *15 July 66*

(b) Deputy Directors thereafter update their language requirements at least annually.

(c) Each Directorate furnish a consolidated statement of its current language requirements to the Director of Training in a suitable format developed with him for this purpose. *15 Aug 66*

TESTING AND RECORDS

[REDACTED] provides that "staff personnel who claim any degree of knowledge of a foreign language are required to have their proficiency evaluated through Agency tests." However, no time limit is set within which such tests must be taken or retaken and no one is charged with responsibility for seeing that it gets done, except the Director of Personnel in the case of new employees entering on duty. Perhaps it should not be too surprising, therefore, that as of 31 December 1964, according to the Office of Personnel, only 34 per cent of the

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skills recorded in CIA's Foreign Language Inventory had been tested, and at least two-thirds of the proficiency records--self-appraised as well as tested--had been filed prior to 1962. A vigorous overhaul of the Agency's testing program and Foreign Language Inventory are clearly in order.

RECOMMENDATION #2

It is recommended that:

(a) Career Service Heads be made responsible for assuring that employees under their jurisdiction whose foreign language proficiencies should be a matter of Agency record undergo appropriate tests as required by Agency policies.

(b) New staff employees entering on duty with the Agency who claim foreign language skills be required to have such skills tested as a part of EOD processing, such testing to be accomplished within two weeks after their entrance on duty.

(c) All other staff employees serving in the Headquarters area who claim language proficiencies that have not yet been tested be required to complete such tests by 31 December 1966. Priority in test scheduling should be given employees claiming spoken proficiencies.

*we would also
test reading*

(d) Staff employees returning to Headquarters from overseas [redacted] stations who have untested language proficiencies shall be scheduled for testing as a part of their in-processing, such testing to be accomplished within two weeks after their return to Headquarters for duty.

*check
for
info*

(e) To keep the Agency's Foreign Language Inventory up to date, a policy be approved requiring that after 31 December 1966 staff employees with tested language proficiencies below the native level be retested approximately every three years.

(f) To simplify language records and testing activities, only speaking, reading, and understanding skills be tested or recorded, subject to the proviso that the capacity to test writing and pronunciation be maintained to meet specific requests for such information.

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GENERAL POLICY ISSUES

Goals and Objectives

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██████ states that "the purpose of the Language Development Program is to develop skills in foreign languages required to discharge the mission and functions of the Agency." To translate this broad objective into meaningful actions, we believe more specific goals should be identified. Three are proposed at this time: the first attempts to relate personnel assignments to language requirements; the second to provide a minimum language goal for professional employees in "foreign service" career fields; and the third to improve the Agency's language posture at overseas posts.

RECOMMENDATION #3

It is recommended that:

(a) After 31 December 1970, personnel assigned to positions for which specified language requirements have been established, or to organizational elements in which a proportion of positions have been designated as language-essential, will be expected to possess the requisite language competence for such assignments unless an exception is mutually agreed upon on an individual basis by the responsible Operating Official and Career Service Head.

(b) By 31 December 1970, professional employees serving in career fields or employment categories designated by the responsible Deputy Director as requiring language competence will, unless individually excepted, be expected to possess a fully useful proficiency (i.e., "Intermediate" or higher) in at least one foreign language.

(c) Effective immediately, every professional employee assigned abroad will be expected to possess at the time he arrives at his overseas post, or to acquire in his first six months there, at least a "courtesy" level of proficiency (i.e., "Slight" or higher) in the official language of his post or in a commonly used alternate language. In addition, non-professional employees, and wives of employees serving abroad should be encouraged to acquire such "courtesy" levels of proficiency and should be provided training for this purpose at Agency expense.

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Career Trainees

In the belief that the Agency's primary effort to improve its language competence should be directed at its junior officers, the Working Group has proposed a special language policy for Career Trainees. And in this instance, permissive phrasing and expressions in terms of goals are dropped in favor of stating the policy as a requirement.

RECOMMENDATION #4

It is recommended that:

* Every Career Trainee whose planned assignment is to a career field requiring periodic duty abroad shall possess at least an "Elementary" proficiency in one foreign language before being transferred to his Career Service and shall possess at least an "Intermediate" proficiency in a foreign language before completing his third year of service in the Agency.

Incentives

The Group considered the need to provide appropriate language incentives for at least two categories of Agency employees: (1) those who in the future bring to the Agency at the time of their appointment a useful foreign language skill and who are expected to serve in language-essential positions, or in career fields requiring periodic service abroad; and (2) those who undertake the study of specified esoteric or "hard" languages in the expectation of accepting assignments involving these languages.

25X1A It was proposed that some form of salary increase should be used for language incentives and that such increases should be available only to employees in grades GS-11 and below serving in positions other than as translators, [REDACTED] or language instructors. However, the Group was unable to reach full agreement with respect to these proposals and to develop appropriate ground rules for their administration.

RECOMMENDATION #5

It is recommended that:

The CIA Committee for Language Development be instructed to propose a language incentive program within the guidelines provided above.

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IMPLEMENTATION

As indicated in its summary of findings, the Working Group believes that present Agency policies fail to provide adequate centralized monitoring and staff supervision for the CIA language program. Without these, separate elements of the language program cannot be properly interrelated, over-all planning is difficult if not impossible, certain types of centralized reporting are hard to obtain, and essential discipline is often lost.

The Working Group concludes that the Director of Training should be responsible for such staff supervision and that the Committee for Language Development should expand its functions to assist him in carrying out this responsibility. Two other conclusions were noted with respect to the Committee: (1) since part of its job is to review the activities of the CIA Language School, it should be chaired by the Director of Training or his Deputy rather than by the Chief of the Language School, and (2) as a part of its function, the Committee should maintain a current classification of all overseas posts in terms of their primary, alternate, and secondary languages to aid Directorates in establishing language requirements.

Finally, the Group observed the need of the Director of Training to receive adequate forecasts of language training requirements, preferably on a fiscal year basis, so he can efficiently plan for and manage the Agency's language training activities.

RECOMMENDATION #6

It is recommended that:

(a) Subparagraph b(4) of [REDACTED] be clarified to assign responsibility to the Director of Training for staff supervision of the Agency's Language Development Program.

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(b) The Director of Training or his Deputy serve as Chairman of the CIA Committee for Language Development.

(c) Deputy Directors supply annual forecasts of language training requirements to the Director of Training in a format developed with him for this purpose.

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(d) The Director of Training revise [REDACTED] and undertake such other staff actions as may be required to carry out the recommendations in this report which receive final approval.

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This Notice Expires 1 April 1967

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11 May 1966

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CIA FOREIGN LANGUAGE PROGRAM

1. On 1 February 1966 the Deputy Director approved a CIA Foreign Language Development Program to provide for a gradual build-up in the foreign language capabilities of the Agency. The program establishes the following goals:

a. By 31 December 1970 professional employees designated by their Directorates as serving in "foreign service" career fields will be expected to possess a fully useful speaking proficiency (intermediate or higher) in at least one foreign language.

b. After 31 December 1970 personnel assigned to positions for which specific language requirements have been established will be expected to possess the requisite language competence unless an exception is agreed upon on an individual basis by the responsible Operating Official and Head of Career Service.

c. Effective immediately all professional employees, as designated by Operating Officials, will be expected to possess at the time they arrive overseas or to acquire in the first six months after they arrive at least a speaking proficiency at a "courtesy" level. Nonprofessional employees and wives of employees serving abroad will be encouraged to acquire "courtesy" levels of proficiency; training will be provided in approved cases at Agency expense. In the United States, language training for nonprofessional employees and wives of employees serving abroad will be limited to that given by the Language School, OTR, unless otherwise approved by the Operating Official concerned.

2. Deputy Directors and the Director of Training, assisted by the CIA Foreign Language Development Committee, are responsible for implementing the provisions of the Language Development Program and ensuring that they are carried out. As an initial step, each Deputy Director shall prepare by 1 July 1966 a current statement of his foreign language requirements, showing the positions or proportion of positions in each component which require language competence and the specific languages and proficiency levels involved. This

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statement shall be updated at least annually. In addition, Deputy Directors shall furnish statements of their language training requirements to the Director of Training in a format being developed by the Director of Training. The initial statement shall be submitted to the Director of Training no later than 15 August 1966 and will show training requirements through 15 February 1967.

3. The program also requires that employees claiming foreign language skills shall be tested for these skills and that employees possessing skills below the native level shall be tested every three years. Staff employees in the headquarters area who claim language proficiencies that have not been tested are required to complete such tests by 31 December 1966. Employees serving overseas shall be tested within two weeks after their return to headquarters for duty.

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4. Headquarters Regulation [REDACTED] Language Development Program, is being revised to include the provisions of the new language policy. In the interim, questions arising from this notice should be addressed to Directorate representatives on the Language Development Committee.

FOR THE DIRECTOR OF CENTRAL INTELLIGENCE:

R. L. BANNERMAN
Deputy Director
for Support

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